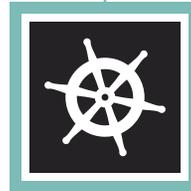




city of **BREMERTON**
PARKING
STUDY

JUNE 2017

ACKNOWLEDGEMENTS



CONTENTS

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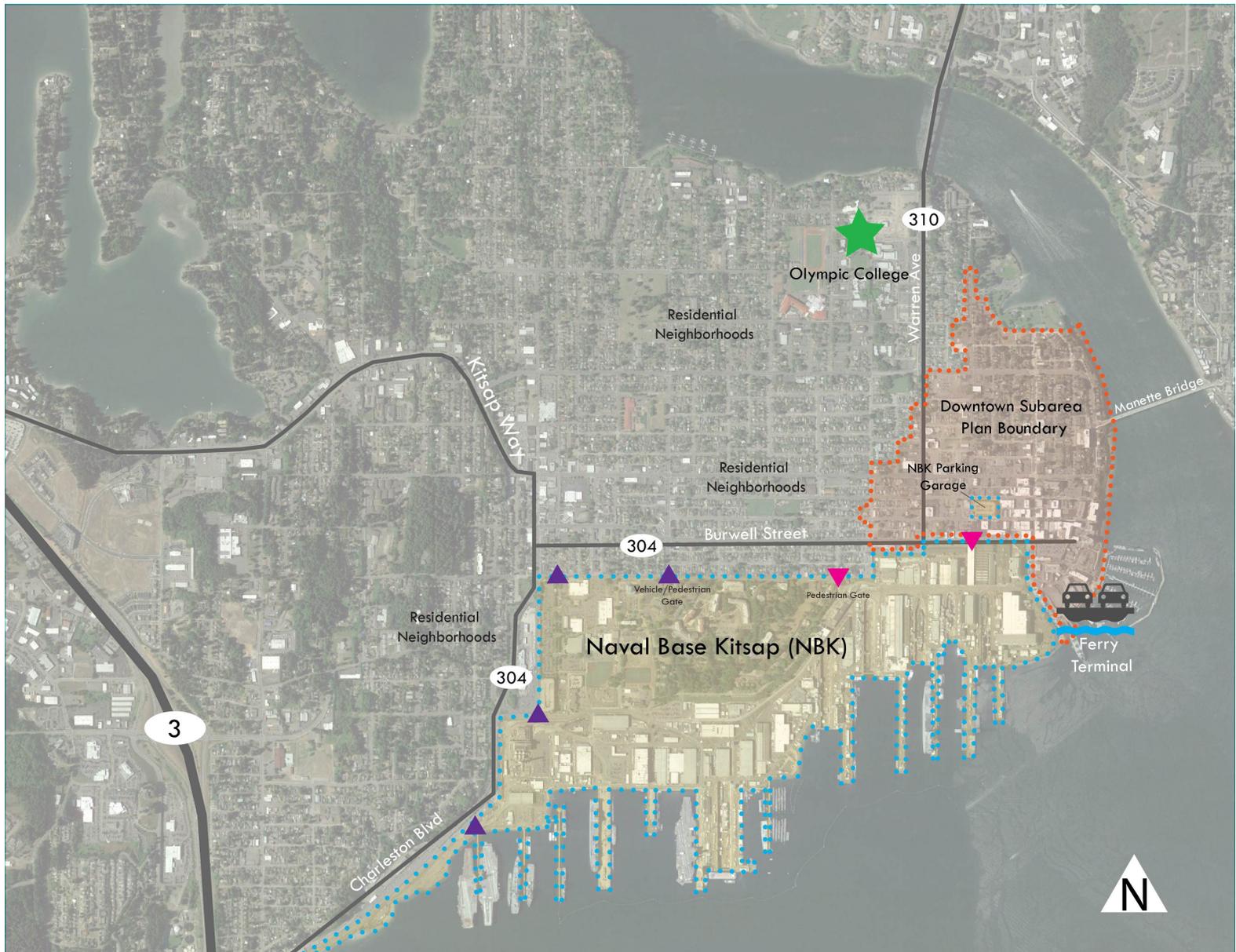
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Introduction + Project Scope	5
Vision Statement + Guiding Principles	9
Data Collection Findings	12
Strategies	26



**Exhibit 1
Project Area Context**

Source: BERK, 2017





INTRODUCTION + PROJECT SCOPE

The City of Bremerton has very high demand for parking in the City primarily due to Naval Base Kitsap (NBK), Olympic College, Downtown Bremerton, residential neighborhoods, and the Ferry Terminal (Exhibit 1). Community concerns regarding parking impacts have existed for many years. This study is the first significant effort by the City and the community to better understand parking conditions, obtain public input, work with key community stakeholders, and develop parking policy and management strategies to support community goals for Downtown Bremerton, residential neighborhoods, economic development, housing, and transportation.

The City has put a lot of resources and effort towards revitalizing Downtown with investments in streets, parks, parking, and public spaces that has led to an increase in new housing and mixed-use development (See Exhibit 2). Due to the high demand for employee and commuter parking, significant areas of Downtown are used for paid surface parking with rates that are higher than would typically be expected in a City of Bremerton's size and location. The high rates charged for surface parking are an obstacle to redeveloping Downtown as the City desires to see more active uses, particularly within the Downtown core. In addition, there may be management strategies for the City's existing on and off-street facilities Downtown that may reduce parking conflicts and support a thriving Downtown.



Exhibit 2 Streetscape and Park Improvements in Downtown

Source: BERK, 2016



Exhibit 3 Several Ticketed Vehicles in Residential Neighborhoods near Downtown and NBK (1/25/17)

Source: BERK, 2017



Residential neighborhoods exist adjacent to Downtown, NBK, and Olympic College, which are high parking demand generators. Residential neighborhoods are impacted by employees and commuters parking on residential streets despite a two-hour time limit for non-residents (See Exhibit 3). Traffic associated with commuter traffic to NBK, Downtown, and the ferry terminal also impact residential neighborhoods and Downtown particularly at peak commuting times.

Project Scope

To better understand parking conditions in Bremerton, the parking study includes the following components:

- Inventory of on and off-street parking facilities
- Field data collection and analysis in Downtown and residential neighborhoods:
 - » Parking occupancy, duration, and turnover for on-street facilities Downtown
 - » Parking occupancy and duration in residential neighborhoods
 - » Vehicle source analysis for on-street data collection identifying where vehicles observed are registered
 - » Vehicle movement analysis Downtown showing where vehicles moved throughout the day
- Meetings with a stakeholder advisory committee to review data, analysis, a vision statement, guiding principles, and policy and management strategies
- Financial analysis for the City's parking management system and facilities
- Park+ analysis to analyze future scenarios from new development and parking management strategies
- Summary of public outreach and comments
- Public open house
- Updates to the City Council from the consultant team
- Project findings and recommendations



BREMERTON PARKING STUDY

June 15, 2017

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VISION STATEMENT + GUIDING PRINCIPLES

Vision Statement

The community's vision for the parking system is:

“

To support a vibrant, attractive, and user-friendly Downtown with thriving neighborhood districts and attractive residential neighborhoods. The parking system should be easy to use, put the right user in the right stall, minimize spillover impacts from high demand users, support a high quality of life in residential neighborhoods, support local businesses, and provide transportation options to increase access while minimizing negative traffic and parking impacts. The parking system should be financially sustainable for the City and support other community goals and desired outcomes.

”



Guiding Principles

The following are draft guiding principles based on community input, data collection and analysis, best practices, and community goals. The guiding principles are intended to shape the development of parking management strategies.

GP-1

Put the right user in the right stall.

Conflicts arise in parking management when people park in places that are not intended for that use. For example, an employee parking in two-hour parking and moving the vehicle every two-hours creates challenges. On-street time limited parking is intended to support short-term parking for local access to goods and services necessary for a healthy economy and a thriving Downtown. Another example is when commuters parking in residential neighborhoods when not supported by the residents and they are potentially in violation of established time limits. The Bremerton parking system should aim to put the right user in the right stall through active parking management in support of community goals.

- a. **On-Street Parking Downtown.** Parking is prioritized for local access and not for long-term parking. On-street parking management should support vehicle turnover.
- b. **Off-Street Parking Downtown.** Long-term parking for employees and commuters should be in off-street facilities, along with customer and general public parking, in both public and private facilities.
- c. **On-Street Parking in Residential Neighborhoods.** On-street parking in residential neighborhoods is prioritized for residents and their visitors. Longer-term employee and commuter parking should not occur in residential neighborhoods unless supported by the City and neighborhood.

GP-2

Manage parking demand.

Conflicts and problems arise when parking is not managed, particularly when there is high demand as in Bremerton. Parking demand should be managed through time limits, permits, pricing, and other strategies and incentives.

- a. **On-Street Parking.** Manage demand based on the “85% rule.” When parking occupancy is routinely above 85%, consider new management strategies to reduce demand. Consider paid parking as a strategy to eliminate the movement of vehicles to avoid time limits Downtown.
- b. **Off-Street Parking.** Support the redevelopment of Downtown surface parking lots to active uses. Consider the impacts to Downtown from large parking facilities related to traffic, community goals for Downtown, and the potential to support other types of development and land uses. Minimize new large-scale employee and commuter parking facilities Downtown, unless necessary to support the area within the Downtown Subarea Boundary.

GP-3

The Parking System should support other community goals and desired outcomes.

The parking system should support the City’s goals for a vibrant and active Downtown, a healthy local economy, and a high quality of life in residential neighborhoods. Traffic and parking impacts from high demand users could prevent the community from achieving their goals unless parking management policies and strategies support community goals and desired outcomes.



GP-4

Increase multi-modal access to Downtown and major employment centers.

The City and community should support local access to Downtown and employment centers through a variety of travel modes to minimize traffic and parking impacts in the Downtown and residential neighborhoods.

- a. **Increase Transit Access and Reduce Single-Occupancy Vehicle Use.** The City, the community, and other partners should support policies and strategies to reduce single-occupancy vehicle trips to the Downtown and surrounding areas by employees and commuters. Increasing transit access in partnership with Kitsap Transit is a key strategy. Reducing traffic congestion at peak commuting periods in the Downtown and residential neighborhoods is consistent with City goals for a high quality of life in residential neighborhoods and thriving Downtown.
- b. **Bike and Pedestrian Access.** Commuting by biking or walking is not an option for many, but strategies to increase bike and pedestrian access to Downtown and major employers should be pursued where feasible. Improving bicycle and pedestrian access to Downtown will also help support the City's goals for improved mobility and a better pedestrian experience.

GP-5

The Bremerton Parking System should be user friendly, convenient, and enforceable.

The movement of vehicles throughout the day (known as the "Bremerton Shuffle"), high demand for employee and commuter parking near Downtown, employee parking in residential neighborhoods, and traffic impacts at peak commute times are all contrary to a user-friendly, convenient, and enforceable parking system. Most of the Downtown is free parking and therefore does not pay for the cost of enforcement, maintenance, and operations. The parking enforcement area, which is essentially the city limits, is large and difficult to enforce given existing technology and resources.

GP-6

The Bremerton Parking System should be financially sustainable for the City.

The City of Bremerton currently manages a large public parking system with on-street and off-street facilities. The City is also responsible for the enforcement of on-street parking regulations, the residential parking permit program, and operations, maintenance, and capital improvements for City owned facilities. The parking system should financially support high-quality management of the system.



DATA COLLECTION FINDINGS

Downtown On-Street Occupancy

FINDING:

Many on-street blocks have occupancy at 85% and above. The “85% rule” is a common metric used to assess and manage demand for on-street parking. Parking occupancy of 85% or below ensures there is at least one stall available on each block. Occupancies above 85% indicate opportunities to further manage parking demand by decreasing time limits, increasing pricing, or using other strategies.

More information on the data collection process and results can be found in Appendix B.

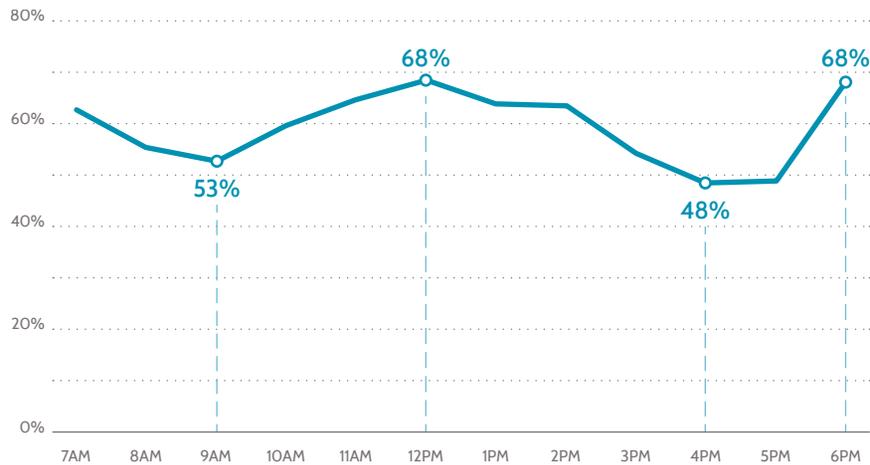


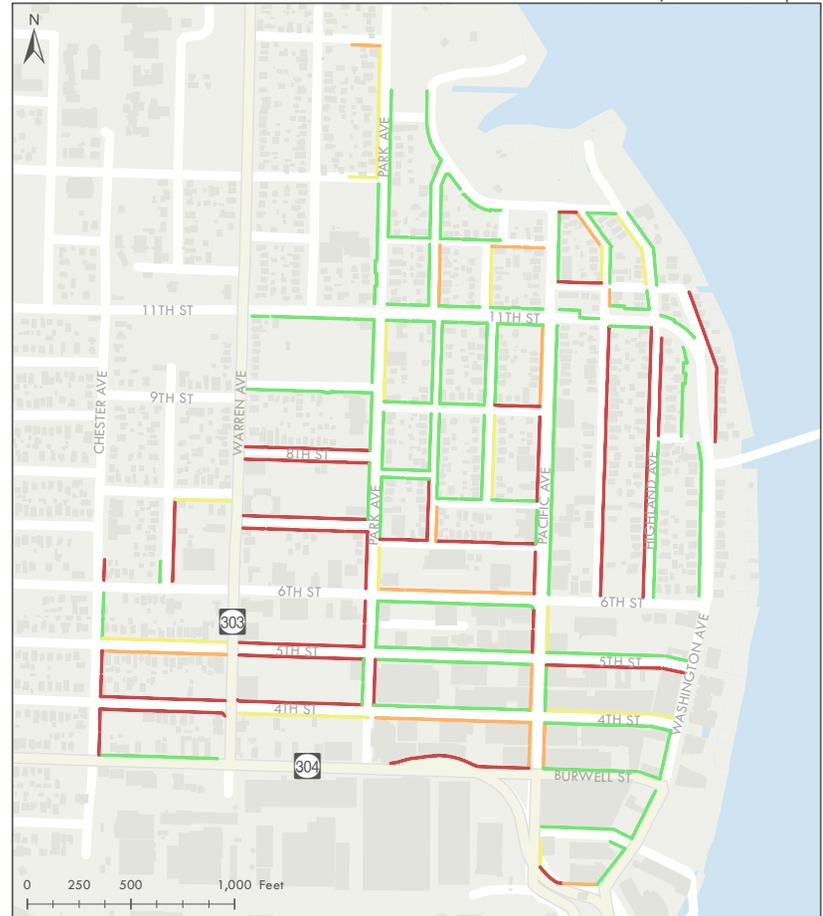
Exhibit 4 On-Street Occupancy Trends

On-street occupancy data helps with understanding the relationship between the supply and demand of parking in specific locations.

On-street occupancy in the Downtown area of the city was collected hourly to understand changes in occupancy throughout the day. On average throughout the collection area, occupancy was between about 50% and 70% during the October 2016 collection period, with two 68% peaks shown at mid-day and the end of the work day (See Exhibit 4).

Peak occupancy (peak) at the noon collection period is shown by location in Exhibit 5. The map indicates that although not all hours of the day had occupancy challenges, during peak there were many blocks with occupancy above 85%, which is considered the threshold for needing additional supply. Areas showing this high occupancy tended to be outside of the Downtown retail core, as well as close to the ferry terminal.

ON-STREET PARKING UTILIZATION October 11th, 2016: 12:00pm



Parking Utilization - Peak Hour

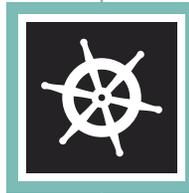
- < 55%
- 55 to 69%
- 70 to 84%
- > 85%

CITY OF BREMERTON
Map Date: June 2017



Exhibit 5 On-Street Peak Occupancy

Source: Kimley-Horn, 2016



DATA COLLECTION FINDINGS

Downtown Off-Street Occupancy

FINDING:

Off-street parking has high occupancies in commuter parking areas. Parking lots serving commuters, particularly those near the Naval Base and Shipyard, have high occupancies. Since these lots are intended to support longer-term daily parking, high occupancies aren't necessarily a problem. However, the high demand and price for parking is preventing the redevelopment of these surface lots for more active Downtown uses consistent with the City's Downtown Subarea Plan.

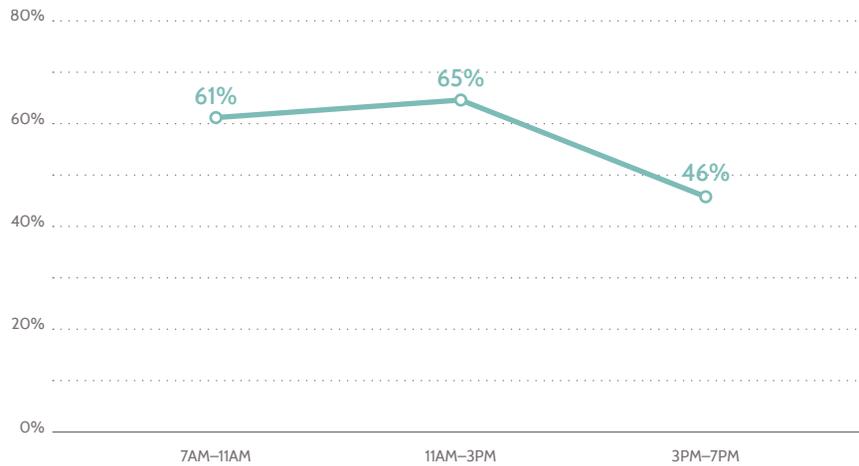


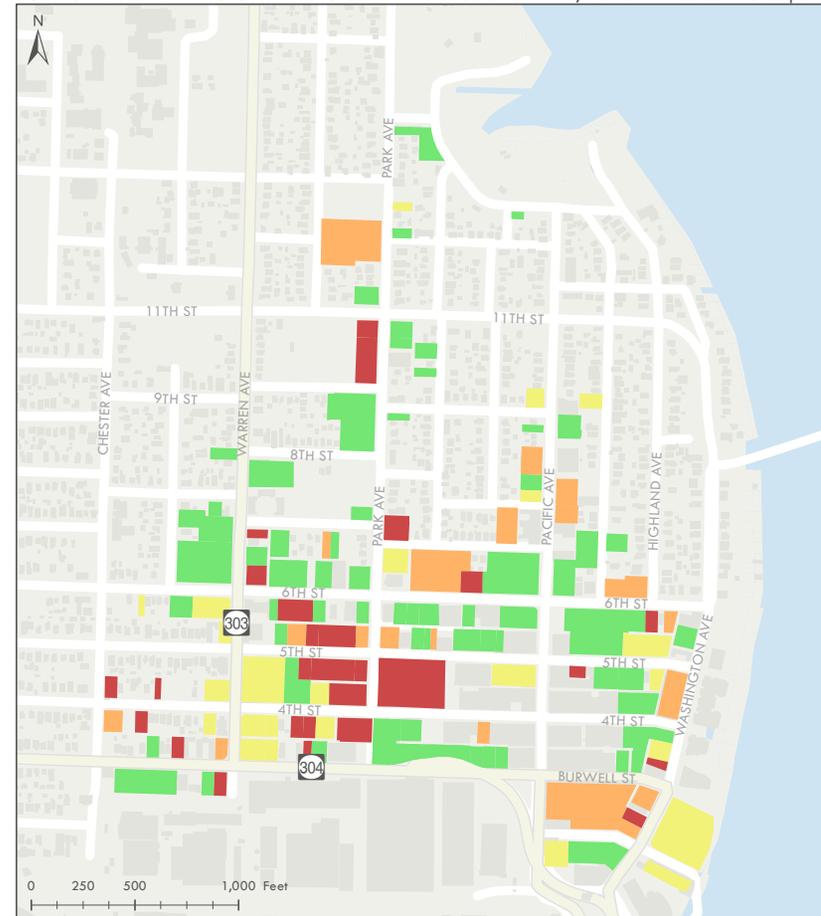
Exhibit 6 Off-Street Occupancy Trends

Occupancy for off-street facilities peaked at 65%, which indicates overall system capacity, even if certain locations are experiencing higher demand (See Exhibit 6). The total occupancy during the evening count period was 46% and the lower occupancy is likely due to employees and commuters leaving for the day.

The data collection in October indicated that high demand for off-street parking was scattered throughout the downtown core, near the ferry terminal, and near the Base and Shipyard. Some additional off-street facilities showed high use, some of which were smaller lots serving local businesses. Parking for employees and commuters tended to have higher occupancy with less variation throughout the day.

Exhibit 7 shows the mid-day peak for off-street parking when parking is the most utilized and constrained. However, there is available parking supply that could be better utilized through shared parking.

OFF-STREET PARKING UTILIZATION October 11th, 2016: 11:00am - 3:00pm



Parking Utilization - Peak Hours



CITY OF BREMERTON
Map Date: June 2017



Exhibit 7 Off-Street Peak Occupancy

Source: Kimley-Horn, 2016



DATA COLLECTION FINDINGS

Downtown On-Street Vehicle Movements

FINDING:

Confirmation of significant vehicle movements known as the “Bremerton Shuffle.” During the on-street data collection period, a total of 510 vehicle movements were observed in Downtown and confirm what is commonly referred to as the “Bremerton Shuffle.” These vehicle movements are likely the result of long-term users seeking to avoid time limits in the Downtown.

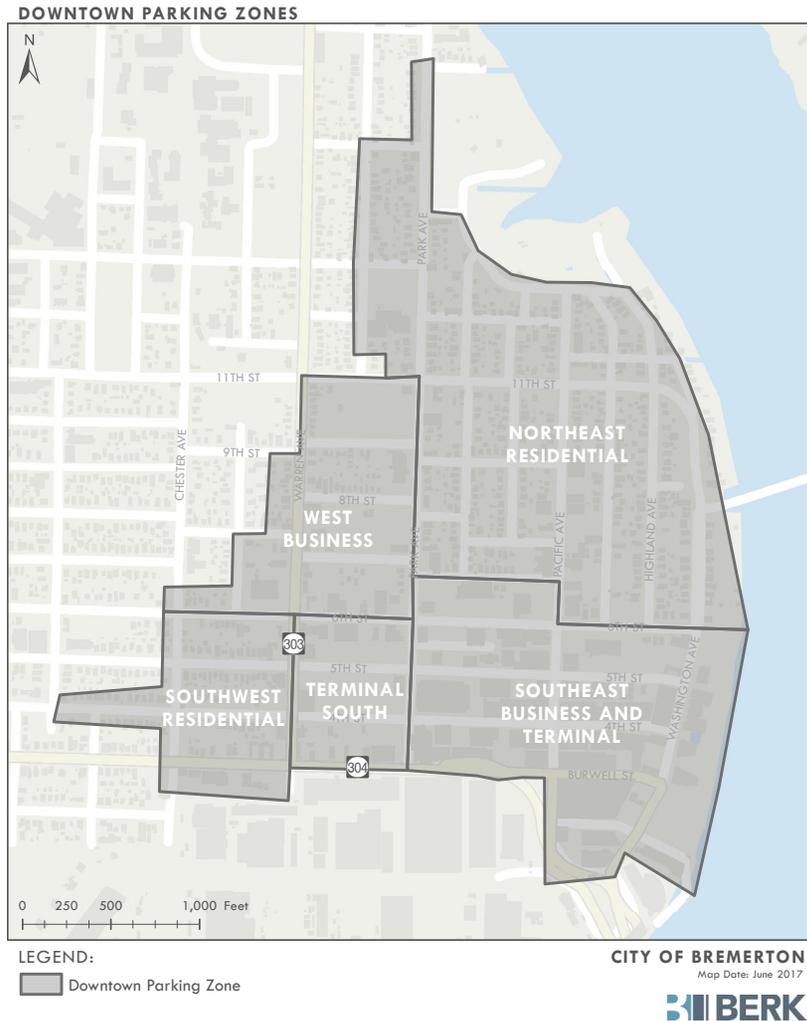


Exhibit 8 Downtown Parking Zones

Exhibit 9 Downtown Bremerton On-Street Vehicle Movements

Zone	Movements Within	Movements Outside	Total Vehicle Movements
Southwest Residential	6	30	36
Terminal South	6	23	29
Southeast Business and Terminal	85	129	214
Northeast Residential	75	105	180
West Business	10	41	51
Total:			510

Source: Kimley-Horn, 2016; BERK, 2016

During the on-street data collection, vehicle movements were tracked and analyzed between five parking zones in Downtown (See Exhibit 8). A vehicle movement is defined as a vehicle moving at least 100 feet. A total of 510 vehicle movements were observed within the Downtown Subarea, likely due to longer term commuters moving their vehicles to avoid time limits and paid for parking. Exhibit 9 shows the number of vehicle movements by zone.

More information about the Downtown Bremerton data collection effort is available in Appendix B.



DATA COLLECTION FINDINGS

Park + Ride Data



Exhibit 10 Kitsap County park and ride Facility

Source: N.L. Olson & Associates

FINDING:

Park and ride facilities have available parking. Several Kitsap County park and rides have available parking stalls at peak utilization. Increased park and ride use and transit access have the potential to reduce parking demand and resulting traffic impacts in Downtown Bremerton.

The following page shows the location and capacity of the Kitsap Transit park & ride facilities. The facilities are scattered around the Kitsap Peninsula and connect to various Kitsap Transit bus and passenger ferry routes. Exhibit 11 shows the occupancy data for the Kitsap Transit park & ride facilities for the 2016 data collection period. Parking counts were collected once a month, except for February and May.

Exhibit 12 shows location and size of Kitsap County Park & Ride facilities.

Exhibit 11 shows the number of available parking stalls at peak demand based on Kitsap County transit occupancy counts.



Exhibit 11 Kitsap Transit Park & Ride Utilization

Park & Ride Location	Parking Stalls	Average Utilization	Peak Utilization	Vacant Stalls at Peak
Clearwater Casino	96	26%	38%	60
Bayside Community Church	210	23%	27%	153
Gateway Fellowship	138	86%	102%	0
George's Corners	225	45%	50%	113
Poulsbo Junction	35	54%	63%	13
Poulsbo Nazarene Church	100	28%	30%	70
Suquamish United Church of Christ	65	55%	71%	19
American Legion Post	26	38%	46%	14
Bethany Lutheran Church	80	60%	76%	19
Island Church	37	57%	92%	3
Crossroads Church	107	67%	77%	25
Evergreen Lutheran Church	19	26%	47%	10
1st United Methodist Church	53	60%	100%	0
Gateway Center	104	60%	68%	33
McWilliams Road	151	56%	66%	52
Annapolis Park & Ride	82	80%	89%	9
First Lutheran Church	13	62%	115%	0
Harper Free Evangelical Church	462	23%	25%	346
Mullenix and Highway 16	92	96%	102%	0
Olalla Valley Fire Station	47	40%	51%	23
Port Orchard Armory	105	56%	83%	18
Burly Bible Church	20	65%	85%	3
Total:	2,267	47%	57%	983

Source: Kitsap Transit, 2016; BERK, 2016

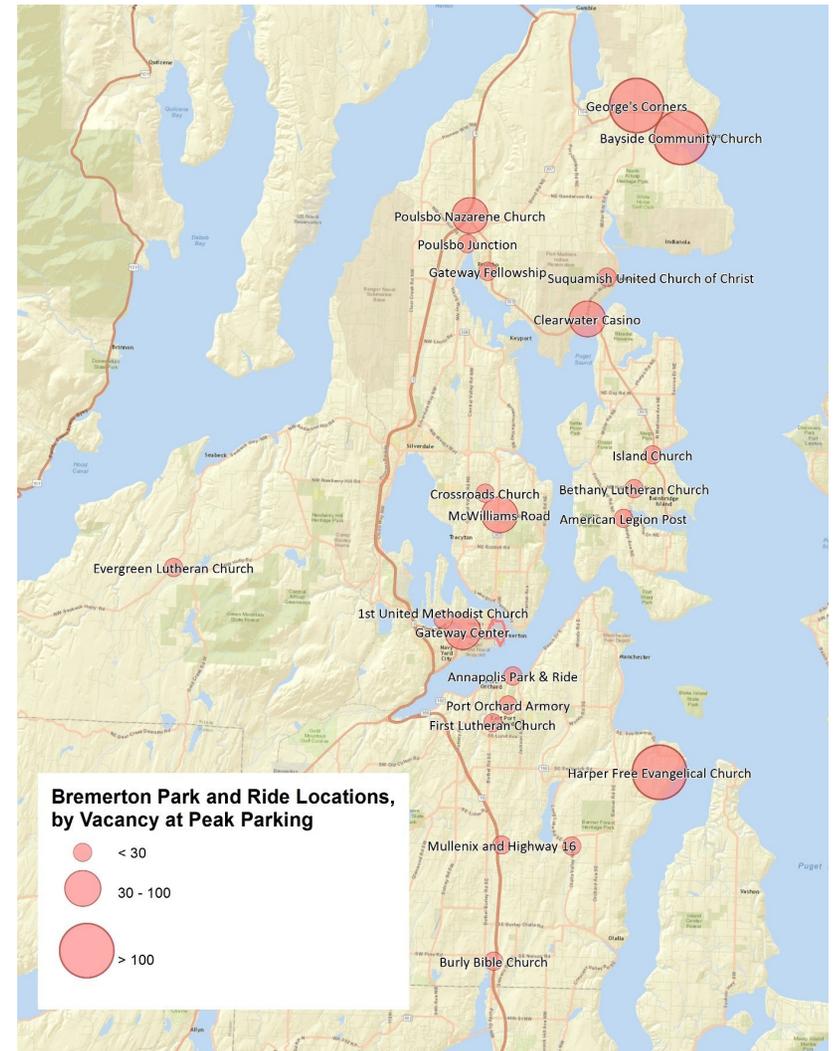


Exhibit 12 Kitsap Transit park & ride Facilities— Available Parking Stalls at Peak Demand

Source: Kitsap Transit, 2016; BERK, 2017



RESIDENTIAL ON-STREET DATA

Residential On-Street Occupancy

FINDINGS:

There is high parking utilization (above 85%) on many streets in residential neighborhoods. Many blocks in the study area, particularly at peak occupancy, had occupancies above 85% indicating high demand, including from non-residents.

Peak occupancy occurred at 10 AM and is not typical of a residential neighborhood. Residential parking demand typically peaks during the hours of 12 AM and 5 AM as most residents are at home then. Daytime peak occupancy typically indicates increasing non-residential parking during the day-time.

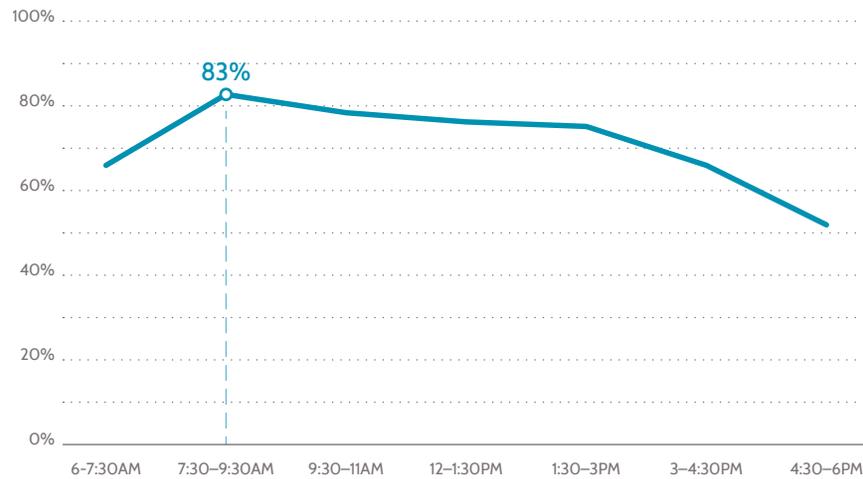


Exhibit 13 Residential On-Street Occupancy Trends

On-street occupancy data helps with understanding the relationship between the supply and demand of parking in certain locations.

On-street occupancy in the residential data collection area of the city was collected hourly at seven different periods during the day on March 8th, 2017 to get a sense of the changes throughout the day. Peak occupancy system-wide was between 7:30 and 9:30 AM.

Peak occupancy is shown by location in Exhibit 14. The map indicates that although not all blocks had occupancy challenges, during peak there were many blocks with occupancy above 85%, considered the threshold for needing additional supply. Areas showing this high occupancy tended to be close to high use destinations, such as the college and the Naval Base and Shipyard.

More information about residential on-street data is available in Appendix B.

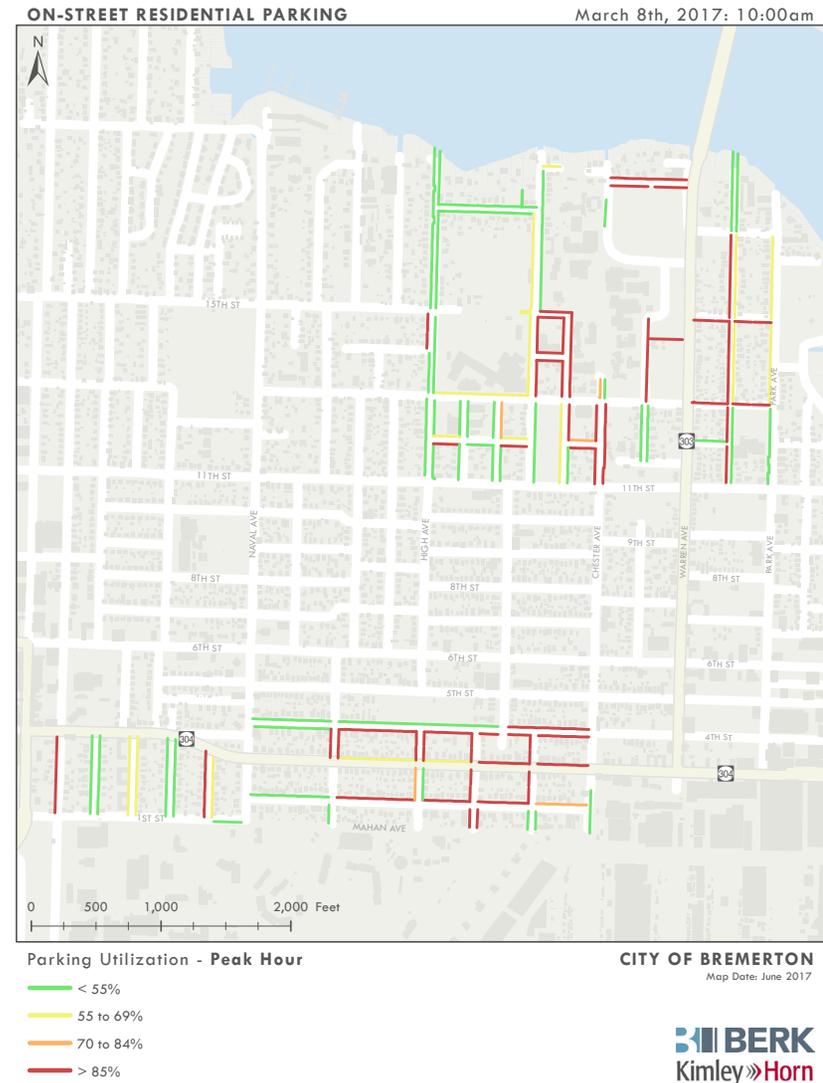
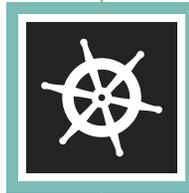


Exhibit 14 Residential On-Street Peak Occupancy by Location

Source: Kimley-Horn, 2017



RESIDENTIAL ON-STREET DATA

Residential On-Street Average Duration

FINDING:

Parking duration is over six hours on many residential streets despite time limits for non-permit holders. Most blocks studied in the residential data collection area were parked for six or more hours despite time limits of between one and two hours on most residential blocks. Residential permit holders are exempt from the time limits.

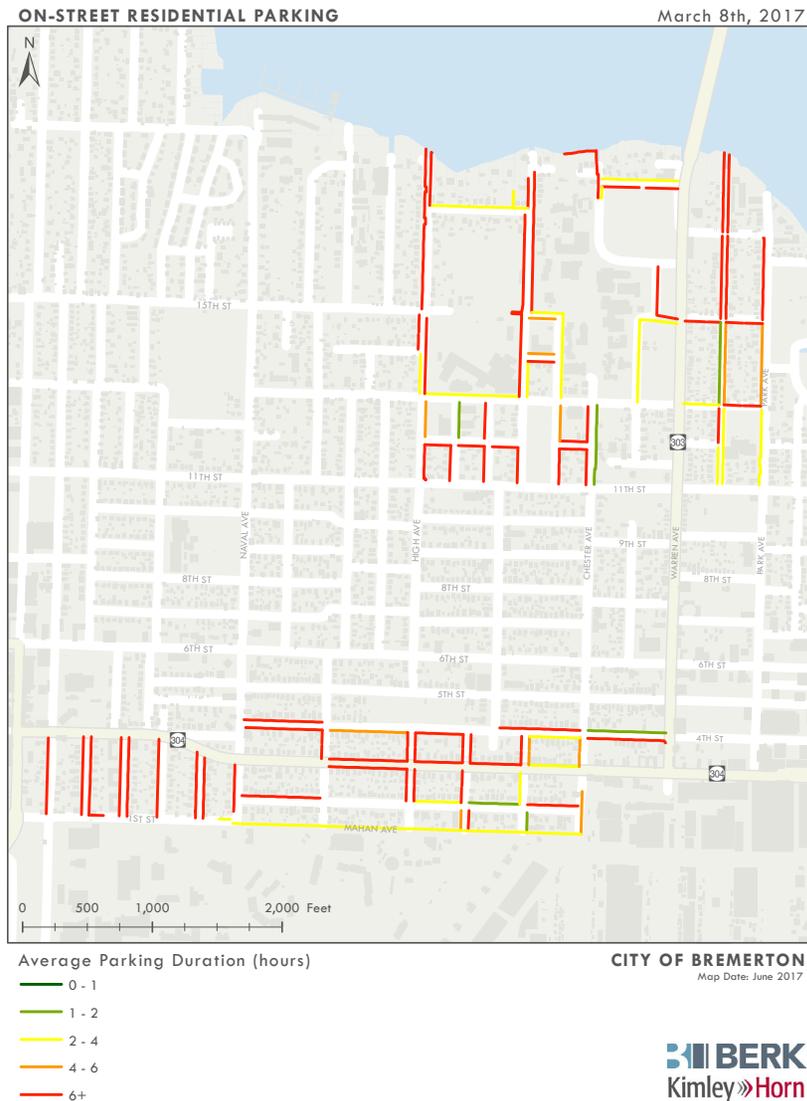


Exhibit 15 Residential On-Street Collection Area Average Duration

Source: Kimley-Horn, 2017

Parking duration data shows the amount of time a vehicle is parked in a stall. In addition, it allows for the comparison to a parking restriction (for example, two-hour parking) to assess the number of potential violations.

Exhibit 15 shows the average vehicle duration by block in the residential data collection area for the parking collection period in March 2017. There are a significant number of blocks throughout the collection area where vehicles are parked for over six hours (red). The average duration across the collection area was seven hours.

A second duration analysis was completed excluding all license plates of vehicles with a residential parking permit, which permits them to park beyond the restriction times posted. With those plates removed from the data, the average duration times were lower but still showed most blocks with an average duration higher than the one to two hour restriction times. See Attachment C of Appendix B for the map of this analysis.



RESIDENTIAL ON-STREET DATA

Residential On-Street Vehicle Source Data

FINDING:

Many observed vehicles are registered to addresses outside the City of Bremerton. Forty-three percent of the vehicles observed are registered to addresses outside of Bremerton, indicating that they are likely commuters parking in the residential neighborhood during the workday.

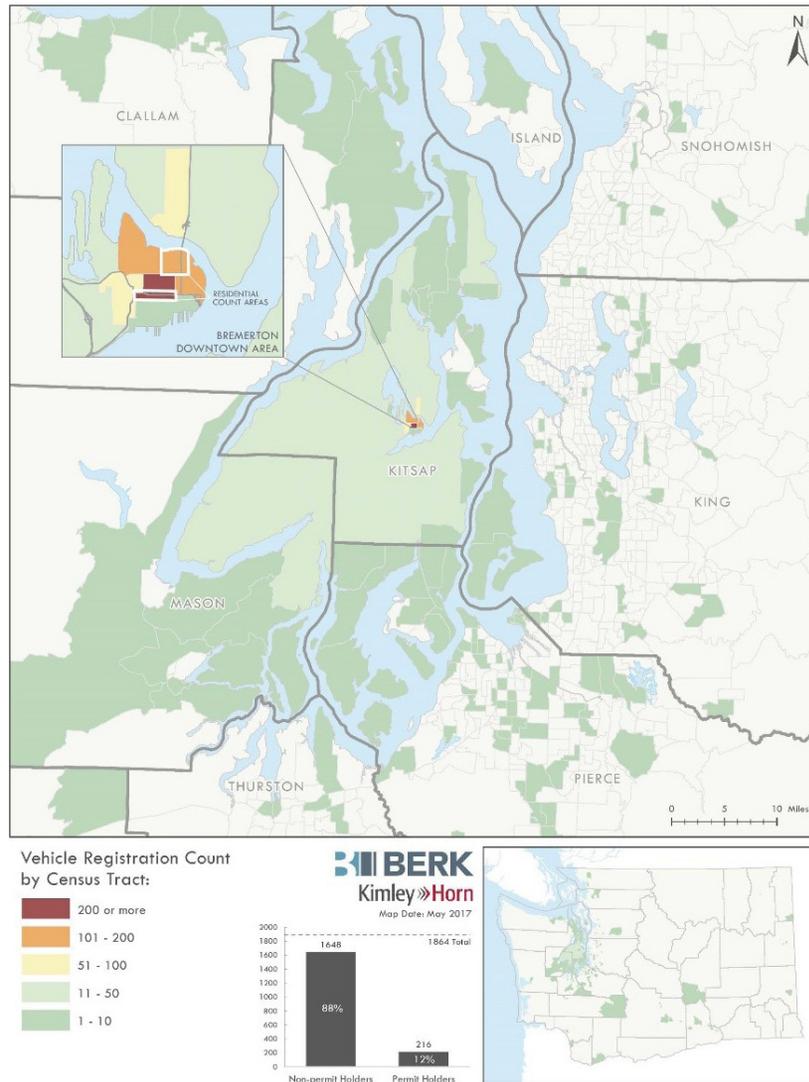


Exhibit 16 Residential On-Street Collection Area Vehicle Registration Address (by Census Tract)

Source: BERK, 2017; WA DOL, 2017; Kimley-Horn, 2017

Vehicle license plate numbers were collected during the on-street data collection using License Plate Reader (LPR) technology. License numbers were matched to data from the Washington Department of Licensing (DOL), and the vehicle registration addresses were geocoded and assigned to census tracts. The resulting analysis shows where vehicles that were parked in the residential collection area during the observation period are registered, by census tract, to indicate commute patterns and opportunities to increase transit use and access to Downtown Bremerton.

In the residential area, 37% of vehicles observed were registered to a Bremerton address compared to 63% from outside Bremerton. Only 216 or 12% of the unique license plates observed were associated with a residential parking permit.

See Appendix B for the vehicle source map attachments.



STRATEGIES

Based on input from the public, the advisory committee, the City, and the data collection and analysis, the following draft parking management strategies are proposed for further consideration. Some of the strategies represent multiple options to address the same issue and are subject to further community decision-making.

More detail on strategies for managing Bremerton's parking system are available in Appendix C.



Parking System

Prioritize certain parking areas for residents, customers, and employees and manage accordingly.

Reestablish the City parking committee and develop a working group with representatives from NBK, the Shipyard, Washington State Ferries, Kitsap Transit, and others.

Create a new position in the City of Bremerton to manage the parking system in Bremerton including monitoring, policy, maintenance, and operations.

Transit and Multi-Modal Transportation

Work with Kitsap Transit to ensure parking locations and transit routing work well with the Bremerton parking system and commuter needs.

Improve opportunities for pedestrian and bicycle access to Downtown and major employment areas to alleviate parking demand.

Downtown

Charge for on-street parking in parts of Downtown to discourage the “Bremerton Shuffle” and increase access for visitor parking (in addition to the 10-hour paid spaces).

Eliminate 10-hour parking Downtown and convert to short-term visitor parking.

Discourage new employee and commuter parking facilities in Downtown unless to serve businesses in the Downtown Subarea Planning Boundary.

Prohibit the re-parking of vehicles throughout specific areas of Downtown.

Require loading vehicle permits.

Encourage shared parking for off-street facilities to take advantage of any underutilized parking.

Employee Parking

Work with the Naval Base and Shipyard to require more long-term on-site parking.

Enforcement

Purchase a License Plate Reader (LPR) unit for use by parking enforcement throughout the City.

Increase parking violation fines and consequences.

Residential Neighborhoods

Establish defined residential parking zones and standardize the parking restrictions within each zone.

Implement a residential-only permit system in residential neighborhoods mostly heavily impacted by employee and commuter parking.

Allow employees to purchase on-street permits and invest a portion of the proceeds back into the residential neighborhood.

Special Events

Develop an overflow parking plan for occasional special events.